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A History of Factory Legislation. By B. L. HUTCHINS and A. HARRISON, with a preface by Sidney Webb. London, P. S. King & Son, 1903. — xviii, 372 pp.

THE history of British factory legislation, with its extraordinary interest, has been treated in not a few books and in very numerous articles. Yet, as Mr. Sidney Webb remarks in his preface, the work of Miss Hutchins and Miss Harrison for the first time presents that history in complete and systematic form. The book covers a somewhat narrower field than that, for instance, of W. Cooke Taylor, but it covers that field more thoroughly. The writers largely omit those harrowing details regarding evil factory conditions on which Taylor and others have dwelt. They take these facts for granted, and confine themselves chiefly to a careful analysis of the various acts, to a summary of the procedure, in and out of Parliament, by which the passage of the bills was secured, and of the arguments concerning them, and to brief but illuminating comment on the new principles from time to time admitted into legislation.

In the main our authors have presented their material in purely historical form, with little expression of personal opinion. Their strong disposition in favor of government regulation however, crops out here and there, and is vigorously expressed in the concluding chapter. Indeed, the whole book may almost be considered a subtle but strong polemic in favor of still further legislation of greater uniformity, and of more adequate methods of enforcement especially as regards labor in small shops and in homes. Despite the pre-eminence which is very generally accorded to England in the protection of labor, the present writers feel that "an extraordinary timidity" has beset the entire movement. "We have never yet," they say, "made up our minds what we really mean by industrial legislation, or what we want from it."

The record of a hundred years seems fairly to bear out the latter opinion, though scarcely the former. The survey here presented shows clearly that the factory legislation of to-day has been attained by many slow and halting steps, with occasional retrogressions. No systematic view of the entire industrial field, with all its needs, appears ever to have entered the mind of any British legislator, still less a simple and consistent philosophy of state interference. Regulation was long confined to the textile trades, in spite of abundant evidence of great evils elsewhere; its extension to other industries took place only gradually and unsystematically, as public attention was drawn from time to time to particular abuses. From the beginning illogical distinctions between

the factory and the workshop, and between classes of establishments within each category, have been maintained, and have been accompanied by largely unwarranted differences in the degree of regulation and in methods of enforcement.

Our authors also emphasize the hesitation with which statesmen and legislators have admitted the right of government to interfere with the "freedom" of the adult, — more particularly of the adult male, although since 1870 champions of "woman's rights" have often loudly protested on her behalf also, — to contract for the sale of his labor under any injurious conditions he may see fit, or may deem himself forced, to accept. The home, "the Englishman's castle," has also been defended from legislation, partly by appeal to exaggerated individualistic ideas, and has thus too often been turned into the sweater's den. The true conception, in the minds of Miss Hutchins and Miss Harrison, is that factory legislation is intended for the protection, not of individuals or classes, but of the health, vigor, intelligence, and prosperity of society as a whole. Against that object, they hold, no abstract notions of the right or the duty of the individual ought to stand. The condition of all labor is lowered by the competition of what Mr. Webb has dubbed the "parasitic trades," while the undermining of the vitality of those employed in these trades tends directly to weaken the entire working-class population.

Yet with all the criticism which these writers bring forward, it may well be conceived that British factory legislation is to-day more effective and more vital by reason of its method of growth, its reaching out of arms to meet each particular need, than it would have been if created out of hand on the basis of such general principles as are suggested. There is reason to fear that some of our American states which have borrowed factory laws whole from England or from sister states, have not fully understood, or very seriously meant, some of their provisions; the consequence is that these have become largely dead letters. Our factory acts have seldom if ever been the outgrowth of general popular agitation, as in Great Britain, and their enforcement therefore largely lacks the backing of a definite public sentiment. Nor, again, has practical experience dictated, to any such degree as in England, statutory details constantly more specific and more effective. Decade after decade British factory inspectors have pointed out how, by loopholes invisible to the ordinary observer, laws have been evaded or wholly nullified; and decade after decade more precise limitations have been added by Parliament to meet these evasions. The British have learned, too, the imperative need of efficient government inspection. What

seems an unfortunate division of authority still exists in that the sanitary regulations for workshops are left to the enforcement of local authorities instead of the regular factory inspectors. But, generally speaking, the English factory laws are more stringent, and more rigidly enforced, than our own. An important point of superiority is the provision of special regulations, by statute or administrative ordinance, in trades shown to be peculiarly dangerous to health or safety. The best American factories are doubtless more comfortable and more sanitary than the best in England, but in others conditions prevail here that would not be tolerated across the ocean.

This book will reward the careful reading of American economic students and of those who seek to improve the condition of the working classes. It shows many lines of progress to be followed, and many errors to be avoided. It is much to be desired that similar detailed studies of factory legislation, with special reference to its effects, should be made for some of our leading states. The present work contains also an elaborate appendix, by Mr. George H. Wood, on the course of women's wages in the nineteenth century, particularly as affected by legal regulation. It is supplied also with an exhaustive bibliography and a very satisfactory index.

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Domestic Service. By LUCY MAYNARD SALMON. Second Edition.
New York, The Macmillan Company, 1901. — xxvii, 338 pp.

IN this work, the first edition of which appeared in 1897, and which is now reprinted with an additional chapter on domestic service in Europe, Professor Salmon has made a careful and extended study of a subject which has previously received no adequate recognition in historical or economic publications.

Her treatment falls into three main divisions. First comes an historical account of domestic service in the United States from the colonial period, with its convicts, indentured white servants, "free willers," negroes, and Indians; through the period extending from the Revolution to 1850, when domestic service was performed chiefly by free native laborers at the North and by Negro slaves at the South; to the changes brought about during the middle of the last century by the enormous increase in immigration and by the abolition of slavery. This historical study, in which Professor Salmon has presented much interesting matter from early letters, laws, and other primary sources of informa-